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ABSTRACT

Questions relating to the development of a classification of community college courses and services are discussed in this follow-up to a report submitted to the California Assembly in December 1979, which advised that funding of courses should not be based on credit/no credit status, and that further study of course classification and funding should be conducted. The follow-up report first examines several educational issues, including the categories to be used in describing the curricula and services at the California community colleges, the categories in which credit and non-credit courses should be placed, the types of credit to be awarded for various courses, and the competency-prerequisites, if any, that should be required of students in credit courses or transfer programs. The report then addresses six funding questions related to how course categories can be grouped to conform to the state's long-term finance plan, how such categorization can be used in funding decisions, the degree to which categories should be funded by the state, and whether state support for courses and services should be based on enrollment. Summary conclusions and appendixes are included. (JP)

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Credit and Noncredit Courses in the California Community Colleges Part II

Agenda Item 9

Allan Petersen, Administrator
Program Evaluation and Approval

Glenn Gooder, Special Consultant
Chancellor's Office

Prepared for the Meeting of the Board of Governors
of the California Community Colleges

Los Angeles, California
June 26-27, 1980

JC 800 374

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Board of Governors of the
California Community Colleges
June 26-27, 1980

Item 9

Title: Credit and Noncredit Courses in the California Community Colleges, Part II

Staff Presentation: Allan Petersen, Administrator
Program Evaluation and Approval

Glenn Gooder, Special Consultant
Chancellor's Office

Summary

1. In AB 8 (Chapter 282, Statutes of 1979), the Legislature requested a study and policy recommendation from the Chancellor on the determination of credit and noncredit courses. Accordingly, the Chancellor appointed a committee to conduct a study and recommend policy on the determination of credit and noncredit courses. The work of the committee and subsequent staff efforts resulted in a report, Credit and Noncredit Courses in the California Community Colleges, Part I, which was submitted to the Legislature and the California Postsecondary Education Commission on December 31, 1979. That report recommended principles and policies later approved by the Board of Governors. It raised serious funding and educational questions to be answered in a Part II report that was to be submitted to the Legislature and CPEC prior to July 1, 1980.

2. In January, 1980, a reconstituted AB 8 committee was appointed. This committee broke the necessary new ground, and tackled the sensitive funding and educational issues referred to in Part I of the report to the Legislature. Committee members, representing organizations with decidedly different views, could not reach concensus on all of the many issues raised. Therefore, the Part II report at this point is not universally supported by the various community college constituencies.

3. The Part II report prepared by the reconstituted AB 8 committee and supplemented by subsequent staff work is presented herewith for board discussion. Part II presents background discussion of the major issues involved in determining whether courses are offered for credit or noncredit, addresses the questions raised in Part I, presents a course classification system which evolved from committee discussion, and offers recommendations for eventual Board consideration.

4. The Part II report was reviewed before the Education Policy committee on May 23, 1980. Following staff presentation of the item and testimony from some twenty persons (most of whom expressed concerns that the AB 8 committee and staff had gone too far), Board

members present expressed general support for the report. Some suggestions offered at that meeting have been incorporated into the report. In addition, a comparison of existing course classifications with the one proposed has been added to the appendix to answer those persons whose objections seem to be based upon a belief that no classification of courses currently exists.

5. No Board action is contemplated at this time. However, present plans are for staff to bring an "approve in concept" action item to the Board in July. Meanwhile, staff hopes to delay the report to the Legislature until after that time due to the policy considerations contained therein.

Background

In accordance with Education Code Section 84716 as added by AB 8 (1979), the Chancellor appointed a committee in August 1979 to conduct a study and recommend policy on the determination of credit and noncredit courses in California Community Colleges. The AB 8 committee, under the chairmanship of Dr. Norman Watson, Chancellor of Coast Community College District, met August 31, October 1, November 21 and December 20, 1979. Members of this committee included representatives from the offices of Assemblyman Vasconcellos and Senator Montoya and many constituencies of the community colleges such as the Academic Senate, CCJCA and CCCT. The work of the committee resulted in a report, Credit and Noncredit Courses in the California Community Colleges Part I, which was submitted to the Legislature and CPEC December 31, 1979.

That report, in addition to determining that the categories credit/noncredit were not an appropriate basis for funding, recommended for further study eleven educational questions and six funding questions to be completed by July 1, 1980.

A reconstituted AB 8 committee was appointed including some of the former members but broadened to include representation from the continuing education and community services functions of community colleges (see Appendix B). The post-January 1, 1980 AB 8 committee has been under the chairmanship of Dr. Glenn Gooder, Chancellor Emeritus of Santa Barbara Community College and interim State Chancellor September 1 through December 31, 1979. The new AB 8 committee has met several times since January 29, 1980.

Interest in the Committee's work was high due to the nature of the task. Therefore, the meetings were announced in advance and were open. Many interested observers attended and participated freely in the discussions. In addition, periodic progress reports were issued to administrators and leaders of faculty, student and trustee groups.

During the committee's deliberations many signals were received concerning the community colleges instructional and community services programs and the various ways they were financed and classified. For example, Assemblyman Leroy Green introduced AB 2214 that would have limited state funding to community college credit courses except for a select few noncredit courses. Assemblyman Green agreed to hold AB 2214 pending the outcome of the Part II report.

Report of the AB 8 Committee

The final draft of Part II of the AB 8 Committee report supplemented by additional staff work is presented herewith for Board discussion. Part II presents background discussion of the salient issues involved in determining whether courses are offered for credit or noncredit, addresses the questions raised in Part I of the Report presented last December, and presents details of a course classification system which evolved from Committee discussion. In anticipation of the adoption of such a course classification system, eight of the ten Instructional Advisory Committee members assumed the task of classifying all the courses in his college's catalog by a similar system. Generally, the Committee members found that all the courses offered on the campus could be classified in one day.

The role of California's Community Colleges was defined in the Donahoe Act (now Education Code Section 66701) as:

> "...(the community college's) program may include but shall not be limited to: standard collegiate courses for transfer to other institutions; vocational and technical fields leading to employment; general and liberal arts courses; and community services."

The AB 8 Committee found that, over time, the Legislature and the Board of Governors had augmented the above four classes of courses through law and regulation. These actions are documented in Appendix B.

A major conclusion of Part I of the AB 8 Committee report was that it is not possible to make valid educational and funding decisions about community college courses based upon the simplistic classification categories of "credit" and "noncredit". It is also observed that the legislative and regulatory actions noted above are in need of comprehensive revision. Therefore, the Committee devised the classification beginning on page 7.

This Committee has served in an advisory capacity to the Chancellor. All views were duly considered, and many accommodations were made, some without success, to try to satisfy the various constituencies represented.

D R A F T

June 26, 1980

CREDIT AND NONCREDIT COURSES IN THE CALIFORNIA COMMUNITY COLLEGES

Part II

May 1980

Chancellor's Office
California Community Colleges
1238 "S" Street
Sacramento, California 95814

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INTRODUCTION

In December 1979, the Chancellor's Office, in response to a provision of Assembly Bill 8 (Chapter 282, Statutes of 1979), submitted a report to the Legislature on the determination of credit or noncredit courses in the California Community Colleges. In the introduction to that report, the Chancellor recognized the need for a follow-up report:

> The Chancellor's Office recognizes that the Legislature may have a deeper concern than that of merely determining how courses may be placed in credit and noncredit categories. That concern undoubtedly reaches to the matter of how best to provide financial support to those community college instructional offerings and support services which are essential to the educational needs of our citizens. Based upon this recognition, the Chancellor's Office will submit an additional report to the Legislature and to the California Postsecondary Education Commission which will consider a series of academic and funding issues directly related to the scope of offerings which the community colleges should provide. That report is to be submitted by July 1, 1980.

This is the follow-up to the study mandated by the Legislature in Assembly Bill 8. Although this report was to be submitted by July 1, 1980, staff has arranged for it to be delayed until after the Board of Governors considers an "approve in concept" action item on this subject July 24-25.

CREDIT AND NONCREDIT COURSES IN THE
CALIFORNIA COMMUNITY COLLEGES
Part II

BACKGROUND

As described in Part I of this study, language in Assembly Bill 8, the major local agency funding measure for 1979-80 and 1980-81, required that:

> The Chancellor of the California Community Colleges shall conduct a study and recommend policy on the determination of credit and noncredit courses and submit the report to the Legislature and the California Postsecondary Education Commission on or before January 1, 1980.

A study was done and the following policy was adopted by the Board of Governors for determination of credit and noncredit courses.

Policy

In the California Community Colleges, courses shall include, as minimum requirements, the following:

A. "Credit" Course

A credit course is a course which, at a minimum:

1. Is approved by the local district governing board in accordance with standards established by the Board of Governors of the California Community Colleges as a collegiate course meeting the needs of students eligible for admission, and has been approved by the responsible officials and faculty bodies as being of appropriate rigor.

2. Is taught by a credentialed teacher.

3. Teaches toward a set of instructional goals common to all students enrolled.

4. Provides for measurement of student performance and culminates in a formal recorded grade based on uniform standards which is permanently recorded and is available as an official student evaluation.

5. Grants units of credit based on a specified relationship between the number of units and performance criteria.

6. Enrolls only students who meet prerequisites.

7. Is offered as described in an outline and/or curriculum guide in official college files. That ouline and/or curriculum guide must specify the scope, goals, content, instructional methodology and methods of evaluation for determining whether or not these goals have been met.

8. Permits repeated enrollment only with prior written approval of college authorities.

B. "Noncredit" Course

A noncredit course is a course, which at a minimum:

1. Is approved by the local district governing board in accordance with standards by the Board of Governors of the California Community Colleges as a course meeting the educational needs of students eligible for admission.

2. Treats subject matter and uses resource materials, teaching methods, and standards of attendance and achievement appropriate for students eligible to attend.

3. Is taught by a credentialed teacher.

4. Is conducted in accordance with a course outline.

5. Is open for admission to all those 18 years of age or older or are otherwise eligible to attend who can profit from the experience.

A major conclusion of Part I of this study was that it is not possible to make valid educational and funding decisions about community college courses based upon the present classification of "credit" and "noncredit."

In forwarding the study, the Chancellor's Office recognized that the Legislature may have had concerns deeper than that of merely determining how courses are placed in credit and noncredit categories. Recognizing that, a follow-up study was planned to consider a series of academic and funding issues related directly to the scope of offerings of the community colleges.

The Special Advisory Committee on Credit/Noncredit Course Policy was reconstituted and asked to conduct Part II of the study. The committee was guided in its efforts by five principles adopted by the Board of Governors on December 6, 1979. Those principles were described on pages 13 and 14 of Part I of this report as follows:

1. The determination of "credit" or "noncredit" status of a community college course is an educational matter which should be determined by the educational community in the colleges in accordance with minimum standards established by the Board of Governors and policies adopted by local district governing boards.

2. The "credit" and "noncredit" status of courses should be determined by the academic level and rigor with which the subject matter is treated, requirements for enrollment in the course, and requirements for assessment, accountability, and performance of students enrolled in the course. It should not be determined on the basis of the subject of the course or the course title. The purpose for which a course is used is a significant matter which should be addressed by the field and the staff, with recommendations for action by the Board of Governors prior to July 1, 1980.

3. The curriculum of the community colleges should not be described only as "credit" or "noncredit" but rather in broader terms such as those in the Long-Term Finance Plan of the Board of Governors which refers to the mission of the community colleges as "comprehensive, including general, transfer, occupational, developmental and community education."* (Emphasis added)

4. The "credit" or "noncredit" status of a course should not be the basis for decisions on funding or state support of the course.

5. A classification of programs and courses for funding decisions should be developed and reconciled with prior Board of Governors policy on Long-Term Finance and with provisions of the Gann Initiative. This classification, which may not be equivalent to that in number 3 above, should be based upon a judgment of the extent to which public (versus private) objectives are served by the course.

*Although not included in this list, it should be noted that Community Services also has been identified as one of the "statewide objectives to be treated in the proposed planning and accountability process."

A classification of the instructional and community services of the California Community Colleges, therefore, is central to implementation of the principles set forth by the Board of Governors on December 6, 1979 and is essential to completion of the task mandated by the Legislature in Assembly Bill 8.

An important value of the classification system will be that it describes the services of the community colleges in a manner which can be understood by policymakers and professionals alike. The people deserve to understand the services for which they pay and the colleges deserve to know which of their services are authorized and supported.

The courses offered in community colleges were described in the "Master Plan for Higher Education," the Donahoe Act, Education Code Section 66701, as follows:

> 66701. Public community colleges shall offer instruction through but not beyond the second year of college. These institutions may grant the associate in arts and the associate in science degree. Their program may include but shall not be limited to: standard collegiate courses for transfer to other institutions; vocational and technical fields leading to employment; general or liberal arts courses, and community services.

In order to describe and administer the services provided by community colleges, the Legislature and the Board of Governors, over time, have adopted laws and regulations to classify college offerings. The history of these efforts is reported in Appendix B. Special note should be made of Education Code Section 78201.5, known as AB 459 (Montoya) which was a major step toward legislative classification of all course offerings as either "credit" or "noncredit."

The chief present difficulty is that policymakers continue to think of the instructional program of the colleges as either "credit" or "noncredit." Valid policy decisions cannot be made from that oversimplified perspective. The very fact that the Legislature mandated a study of credit/noncredit course policy is evidence enough that the curriculum of the colleges is perceived from that inadequate perspective.

Currently, the "credit/noncredit" perspective forces all policymakers to see the programs and services of the colleges either from a four-year college (credit) or a K-12 (noncredit, adult education) view. That is not adequate. The classification proposed in this study describes the programs of a unique institution, the comprehensive community college. While the programs of the community college include elements of both K-12 and higher education, they are unique and different from both in many respects.

Currently, there is no clear authorization to offer developmental courses for credit. There must be clear authorization in this area if the colleges are to meet existing student needs and continue present practice.

Currently, there is no clear authorization to offer individual occupational credit courses for retraining and upgrading unless they are in a degree or certificate sequence. This authority must be clarified.

Currently, there is dissatisfaction within secondary schools as a result of differential funding between community colleges and K-12 adult, noncredit courses. Assembly Bill 8 did restore funding in community colleges for noncredit courses which had been removed from funding previously. The community colleges did not seek that change but they are being held responsible for it and for the results. The decision was made, in part at least, to give the community colleges an opportunity to describe their programs in such a way that valid funding decisions could be made. The classification does that and it has been done with the view that it is best for those directly concerned for community colleges to provide the basis and the rationale for educational and funding decisions about community college curriculum.

In setting about its work, the Advisory Committee identified eight values which it believed should be expressed in the curriculum and community services of the California Community Colleges. Those values are:

- California Community Colleges should look to the future rather than to the past.

- New and developing student needs as well as historic needs should be served.

- Older, returning, disadvantaged, handicapped and other "special" students are as deserving of postsecondary education fitting their needs as "traditional" college students are of "traditional" college programs.

- Decisions about educational services should be made as close as possible to the point where students are served.

- Flexibility in response to diverse student needs and capabilities must be preserved.

- Diversity in educational practice must be preserved.

- The quality of degrees should be maintained or enhanced.

- Noncredit courses and community services should be recognized as significant and essential responsibilities of the community colleges.

In Part I of the report on credit/noncredit course policy, several educational and funding questions were posed which were to be answered in the follow-up. Those questions have been addressed in this part of the study. Also, the report includes policy recommendations based upon both parts of the study of credit and noncredit courses in the California Community Colleges.

EDUCATIONAL QUESTIONS

1. What categories should be used to describe the curriculum and the community services of the California Community Colleges?

As described in Part I of this study on credit/noncredit course policy, services provided by the California Community Colleges have evolved in response to numerous significant social and economic developments. It should be voted that there is an existing classification of courses in various sections of the Education Code and Title 5, and in educational policy pronouncements which, in recent years, have attempted to resolve academic, funding, and governance issues. The proposed classification is an attempt to codify and simplify the existing regulations and classifications into a system which can be understood by the professional educator, the legislators, and the layman. A description of the existing classification is attached as Appendix B.

After extensive study, the Board of Governors adopted a Long-Term Finance Plan for the 1980s in which the comprehensive mission of the community colleges was reaffirmed. In the Long-Term Finance Plan, the Board of Governors included the following in its statement of "Mission, Goals and Priorities:"

> "° Maintain the fundamental mission and goals of California Community Colleges:
>
> - Postsecondary, less-than-baccalaureate, devoted to the lifelong learning of California adults.
>
> - Comprehensive, including general, transfer, occupational, developmental and community education.
>
> - Strongly community oriented.
>
> ° Continue policy of open admissions for California residents.
>
> ° Identify and make explicit statewide educational interests which must be reflected in the districts' planning and accountability process.
>
> ° Establish community services as one of the statewide objectives to be treated in the proposed planning and accountability process."

In considering the question of what categories should be used to describe the curriculum and the community services of the colleges, the Advisory Committee identified the following assumptions to be used in categorizing courses:

a. Categories should be related logically and understandably.

b. Categories should include all, but only, courses and programs which are the proper function of the comprehensive community college.

c. Categories should accommodate the wide variety of student needs as well as educational practices which prevail in the California Community Colleges.

d. Categories should be simple enough to be readily understood by lay persons and complex enough to satisfy professional requirements.

e. Categories, as much as possible, should conform to present Education Code language and established terminology.

f. Categories, as much as possible, should be discrete and separately identifiable.

g. Categories should differentiate clearly enough among educational services that differential funding may be applied if required by public policy.

Based upon the above assumptions, the following categories which describes the content of instructional and community services were developed:

Introduction and Clarification

This classification is not intended to influence the organizational pattern within a given college district, nor should it be construed that a service area for which state support is not provided is, therefore, prohibited. Not all colleges offer courses in all categories. Not all colleges agree on the instructional mode of every course offered. The classification system is intended to include all the instructional and community services of all the colleges and to describe them so that they may be understood and identified.

The specific designation of courses and services within the classification described in this document is an educational matter which is to be determined by local governing boards upon recommendation of the local academic senate[1], students, and administration in accordance with minimum standards adopted by the Board of Governors. Placement of courses within categories will be subject to audit as are other decisions guided by minimum standards. Existing law and regulations will be followed regarding review of new courses and programs until and unless those laws and regulations are revised.

It is assumed that, in determining in which category courses will be placed, first will be decided the purpose for which the course is expected to be used and whether the course will be offered in the credit instructional mode or in the noncredit instructional mode. Then the appropriate category will be selected.

[1] In the event that there is no local academic senate the group would be a body composed of elected faculty representatives.

Noncredit courses are not intended to be used toward transfer or toward Associate Degrees. In some cases, upon petition and certification by the local Board of Trustees of credit-level achievement and prescribed academic rigor, such courses may count toward Associate Degrees.

Pending further decisions regarding delineation of function of "adult education" it is assumed that all noncredit course offerings of the community colleges will be coordinated with secondary school offerings through RAVEC's or in some similar manner.

Ordinarily, credit courses may not be repeated for credit; however, course repetition may be permitted when the governing board has designated certain courses that may be repeated for credit. Such courses will be so designated in the college catalog. Courses so designated must provide for either 1) a substantive change in subject matter, e.g., independent study or 2) increasing levels of student performance.

Classification

I. INSTRUCTIONAL SERVICES

Instructional services include all classroom lecture and laboratory instruction and independent study offered for credit and instruction offered in a noncredit mode in the areas of adult basic education, personal development and survival, parenting and family support, community and civic development, and trade and industrial/vocational training.

Local Boards of Trustees may classify courses in a discipline or from related disciplines as listed in the Community Colleges "Taxonomy of Programs": October 1979 or any subsequent edition of this taxonomy in accordance with the purpose for which the course is expected to be used and whether the course will be offered in the credit instructional mode or in the noncredit instructional mode. The classification does not limit the categorization of a course by the Board of Trustees from any discipline or related disciplines to either credit or noncredit provided the course meets the definition established in E.C. 78200, namely, "an instructional unit of an area or field of organized knowledge, usually provided on a quarter, semester, year, or prescribed length-of-time basis."

A. Liberal Arts and Sciences Education

Liberal arts and sciences and general education courses to meet the needs of students of the 13th and 14th grades and courses of study deemed necessary to provide for the civic and liberal education of the citizens of the community.

1. Baccalaureate Oriented Programs and Courses

Courses of study certified as transfer by the local community college. These courses of study are equivalent

in educational respects to courses offered at the freshman-sophomore level at four-year institutions of higher education and are recognized by the University of California, the California State Universities and Colleges, or an accredited independent college or university in California as part of the required or elective preparation toward a major degree or as part of a general education requirement and are subject to the published standards for matriculation, attendance, and achievement of the university, college, or system.

Courses in this section are normally offered for credit and they transfer to four-year institutions of higher education. These courses also apply to Associate Degrees and Certificates.

2. Associate Degree Programs and Courses

Courses of study of freshman or sophomore college level leading to an Associate Degree as determined by the local district governing board.

Courses in this section are normally offered for credit. Such courses apply to Associate Degrees and Certificates but are not intended for transfer to four-year institutions of higher education.

3. Developmental Programs and Courses

Courses of study to develop basic skills in mathematics, reading, and English for adults and for helping individuals acquire educational skills and knowledge necessary for pursuing freshman and sophomore level offerings in the community colleges.

a. Compensatory Programs and Courses

Courses of study to meet the academic and personal needs of educationally disadvantaged students and to bridge the gap between secondary school and college for the student with specifically identified deficiencies.

Courses in this section are normally offered for credit. A limited number of such courses may apply to the Associate Degree. All courses in this category apply to Certificates.

The local board of trustees shall determine the limit on the number of such courses which may apply to the Associate Degree and shall report the limit to the Chancellor. It is recommended that the limit be no higher than nine units.

b. Adult Elementary and Secondary Basic Skills Programs and Courses

Courses of study in basic education and those subjects required for the high school diploma (E.C. 8530/8531), and noncredit courses taken for the same purposes as those described in 3.a. above.

Courses in this section are normally designated as noncredit. As such, they apply to elementary and secondary achievement and recognition only.

4. Community (Continuing) Education Programs and Courses

Courses of study in the liberal arts and sciences determined to be of public (versus private) benefit and designed to assist students and/or students' families to be more self-sufficient and more productive as citizens of the community.

(Courses are included in this category when it is determined by the local board of trustees that the student is best served if the subject matter is taught in the noncredit instructional mode. These courses are distinct from credit courses of a similar nature, which may include identical subject matter, in that they do not meet the Carnegie Requirements for units of credit and/or they are not required to meet the minimum requirements for credit courses as established by the Board of Governors on December 6, 1979. These courses are distinct from community service classes, which may include similar subject matter, in that they are determined to be of more public than personal interest.)

a. Personal Development and Survival Courses

(1) Courses of study in English for Foreigners including all English as a Second Language courses defined by Education Code Section 8511. English as a Second Language includes courses in speaking, reading, and writing skills for non- and limited-English speaking adults.

(2) Courses of study in Citizenship which are courses in national, state, and local government designed to prepare immigrants to meet the requirements for naturalization and full citizenship. (E.C. 8530, 8531, or 8533)

(3) Courses of study for Substantially Handicapped Persons who have handicaps which are likely to continue indefinitely or for a prolonged period and whose handicap results in substantial functional limitation in one or more of the following activities: self-care, receptive or expressive

language, learning, motivation, self-direction, capacity for independent living, or economic self-sufficiency. (Title 5, Sections 56000-56024, 56032 and 56350-56360)

(4) Courses of study designed specifically for Older Adults including, but not limited to, courses in health, consumer services, entitlements, and managing money for self-maintenance.

(5) Courses of study in Personal and Career Development including but not limited to, courses in career planning, job seeking, self-assertiveness, interpersonal communication skills, and courses for coping with personal life crises.

(6) Courses of study designed to promote directly Physical and Mental Health including, but not limited to, first aid, lifesaving, cardiopulmonary resuscitation, and safety and courses designed to assist students in the early identification, treatment, and prevention of common major diseases; in planning a program of nutrition and exercise; in managing and reducing stress; and in developing physical fitness.

Courses in this category are normally designated as noncredit. However, the specific designation of courses in this category is an educational matter which is determined by local governing boards upon the recommendation of the local academic senate, students, and administration in accordance with minimum standards adopted by the Board of Governors. If it is determined that the course will be offered for credit it should be placed in the appropriate category.

Noncredit courses may, in some cases, count toward the Associate Degree upon petition and certification by the local Board of trustees of credit-level and prescribed academic rigor.

b. Parenting and Family Support Courses

Courses of study designed to strengthen the family as a unit including, but not limited to, courses in home economics, home repair and remodeling, personal money management, parent cooperative preschool, child growth and development, and parent/child relationships.

c. Community and Civic Development Courses

Courses of study designed to teach adult citizens procedures for effective participation in community and civic improvement including, but not limited to, courses in mechanisms of local government, legal methods for effecting change, citizen planning for community development, and in the conservation and development of human and natural resources.

d. General Education Courses

Courses of study designed to prepare students for the responsibilities they have in common as citizens in a democracy and to enhance the overall quality of life in the community including, but not limited to, courses in self-understanding; language and literature; science and technology; social and human relationships; the American heritage and democratic institutions; cultural, moral, and ethical values.

Courses in sections b, c, and d are normally designated as noncredit. However, the specific designation of courses in these sections is an educational matter which is determined by local governing boards upon the recommendation of the local academic senate, students, and administration in accordance with minimum standards adopted by the Board of Governors. If it is determined that the course will be offered for credit it should be placed in the appropriate category.

B. Occupational Education

Occupational education courses of study prepare persons for an occupation without subsequent training or education in an institution of higher education. Occupational education courses at a community college may also provide for upgrading of job related skills.

1. Vocational/Technical Associate Degree and Certificate Programs and Courses

Courses of study determined to be of college level providing educational preparation for an occupation at the semi-professional, technical or skilled level (including apprenticeship when offered in the credit instructional mode).

Courses in this section are normally offered for credit but may be offered as noncredit courses. If offered for credit, such courses apply to Associate Degrees and/or Occupational certificates and may transfer to four-year institutions of higher education.

2. Supplementary Vocational Courses

Courses of study determined to be of college level but not in a degree or certificate sequence providing for retaining, upgrading, or advancement in a specific occupation or group of occupations.

Courses in this section are normally offered for credit but may be offered as noncredit classes. If offered for credit, such courses apply to Associate Degrees and/or Occupational Certificates and may transfer to four-year institutions of higher education.

3. Trade and Industrial Programs and Courses

Courses of study to provide vocational education services to the public and to meet the particular vocational education needs of the local community including Occupational/ Vocational (E.C. 8532) programs and apprenticeship programs and home economic programs when offered in the noncredit mode.

Courses in this section are offered in the noncredit mode. Noncredit courses may, in some cases, count toward the Associate Degree upon petition and certification by the local Board of Trustees of credit-level and prescribed academic rigor.

II. COMMUNITY SERVICES

Community services include all noncredit instruction classes and cultural and recreational activities exclusive of those defined under Instructional Services above. Community service classes and activities are characterized by the fact that they serve more personal than public interests.

A. Community Service Classes

Since it is presumed that classes as described below are of more personal than public interest they are categorized as community service classes. Also, when other courses which might be considered properly categorized under Instructional Services are determined to be of more personal than public interest they are offered as community service classes even though they are not included in the following descriptions of community service classes.

1. Avocational Classes

Classes which meet a personal desire for a specialized though nonprofessional pursuit outside one's regular occupation and that one normally finds interesting, enjoyable, or relaxing. Avocational classes include, but are not limited to classes in photography; woodworking and other handicrafts; ceramics; and the performing arts such as drama, chorus, and instruction in musical instruments.

2. Recreational Classes

Classes which meet the personal need for play or which restore the individual to health or create his or her energies anew. Recreational classes include classes which require physical activity but are not a part of the regular physical education instructional program of the college and include such classes as those in dance, archery, baseball, basketball, hiking, boxing, firearms/marksmanship, football, gymnastics, soccer, swimming, tennis, track and field, golf, volleyball, wrestling, fishing, and intramural sports.

3. Conferences, Seminars, Workshops, and Forums

Community services education offered in specialized format of short duration to meet specific community needs.

4. Intellectual, Cultural and Ethical Development Classes

Classes in this category deal with subject matter content normally worthy of degree credit but are offered to adults as a community service for the development of the individual's personal appreciation of spiritual, cultural and ethical values.

B. Community Service Activities

1. Civic Center Activities

Activities occurring in community college facilities designated as civic centers in accordance with the provisions of Education Code Sections 82530-82547. Facilities used by the community in accordance with the act may include an auditorium or lecture hall, a classroom, theater, gymnasium, soccer field, stadium, tennis court, swimming pool, all-weather track, or other community college facility.

2. Cultural Activities

Activities of general cultural interest, including visual and performing arts. Community service cultural activities include presentation and exhibition of art, choral and instrumental concerts, dance, film series, forums and debates, guest speakers and lecturers, drama productions, and museum and planetarium programs.

3. Community Development Activities

Activities of particular service to individuals or groups of individuals within the community including counseling, tutoring, cultural events, child care, and activities provided for older adults, re-entry women, minorities, the poor and the handicapped. Community development activities provide career assistance, train volunteers for community agencies, inform citizens of key environmental issues, and elicit citizen participation in community planning.

4. Outreach Activities

Activities of particular service to individuals or groups of individuals who for some reason are not able to participate in general community activities. Outreach activities include programs in prisons, detention homes, honor farms, retirement residences, and programs for other special groups which are, for other reasons, isolated from the general community.

5. Recreational Activities

Activities which are designed to meet the need for play and to restore the individual to health or create his or her anew but are not provided in a class setting. Recreational activities include those in which participants are spectators at athletic events, active participants in supervised recreational activities, or active participants in nonsupervised recreational activities.

6. Youth Service Activities

Activities of particular service to youth within the community. Youth service activities include advisement on academic and occupational opportunities, job preparation experiences, job placement referrals, referrals to CETA and CWETA employers, and referrals to sources of legal and medical advice.

The above categories may be used to classify the instructional and community service offerings of community colleges. They are not mutually excluse, however, courses may be assigned to one (and only one) category on the basis of the principal objective of the course.

2. How should categories be described or defined?

Categories have been described or defined in the proposed Classification System beginning on page 8.

One area of considerable concern and discussion was what limit, if any, should be placed on the number of units from Compensatory Education Courses to be counted toward the Associate Degree. Additional concern was raised over who should set the limit, if a limit were set.

The wide divergence of views on this point is noted below:

- Representatives of the statewide student government association recommended that if there is a limit, it should not be less than twelve units.

- Representatives of the statewide academic senate recommended that there be a prescribed statewide limit of not more than six units.

- Representatives of the ACCCA, CCJCA, and CCCT recommended that there should be no limit set or suggested except as determined by the local Board of Trustees.

3. In which categories should credit courses be permitted or required?

The response to this question is presented graphically in the response to question number two. In summary, credit courses should be permitted or required under Liberal Arts and Sciences Education in: (1) Baccalaureate Oriented/Transfer Programs and Courses, (2) Associate Degree Programs and Courses, and (3) Compensatory Programs and Courses under Developmental Courses and Programs. Credit courses should be permitted or required under Occupational Education in: (1) Vocational Technical Associate Degree and Certificate Programs and Courses, and (2) Supplementary Vocational Courses.

4. In which categories should credit courses count toward a degree?

This information, also, is presented graphically in response to question number two. In Liberal Arts and Sciences Education, credit courses should count toward a degree in: (1) Baccalaueate Oriented/Transfer Programs and Courses and (2) Associate Degree Programs and Courses. A limited number of units (the limit to be determined by the local board of trustees) in Compensatory Developmental Courses would count toward the degree.

In Occupational Education, credit courses would count toward a degree in Vocational/Technical Associate Degree and Certificate Programs and Courses. In some cases, noncredit classes may be applied toward an Associate Degree upon petition and certification of credit-level achievement and prescribed academic rigor by the local board of trustees.

5. In which categories should noncredit courses be offered?

This information also is presented graphically in the classification itself. In Liberal Arts and Sciences Education, noncredit courses should be offered in the categories of Adult Elementary and Secondary Basic Skills Programs and Courses and in Community (continuing) Education Programs and Courses.

In Occupational Education, noncredit courses should be offered in Trade and Industrial Programs and Courses and should be permitted in the categories of Vocational/Technical Associate Degree and Certificate Programs and Courses and Supplementary Vocational Courses.

Community service classes, also, are noncredit. It may be useful to think of courses in reference to instructional services and to think of classes in community services. All noncredit courses in the instructional services categories must meet minimum requirements for noncredit courses adopted by the Board of Governors on December 6, 1979. That may not, necessarily, be true for community service classes.

6. Should some courses provide one kind of credit and other courses provide a different kind of credit?

All courses should be offered as either credit or noncredit courses. In Part I of this study it was determined that the "credit" and "noncredit" status of courses should be determined by the academic rigor with which the subject matter is treated, requirements for enrollment, accountability, and performance of students enrolled in the course. It seems unnecessary and would undoubtedly be confusing to differentiate further among types of credit.

The quality of transfer courses and the Associate Degree can be protected by limiting the categories of courses which apply. The quality of educational service to the people is more likely to be protected if there is recognition of the fact that courses may be valuable and worthy and deserving of public support as well as of rigorous instructional procedures even though they may not count toward a traditional degree.

7. How can the need of students on financial aids to be enrolled in credit courses be resolved in a manner which protects the following interests?

a. The need for students to be enrolled for credit in order to receive financial aid?

The problem related to this question can be reduced greatly with the classification system described.

The students in question could enroll in compensatory education courses for which they would receive credit but the number of units of compensatory education to be counted toward an Associate Degree should be limited. If the student needs additional course work, it could be taken for credit even though it did not count toward the degree. In addition, colleges could choose to limit the number of units in compensatory education and require students to do some of their remedial work in the noncredit category of Adult Elementary and Secondary Basic Skills Programs and Courses.

There is evidence, also, that a careful review of policy and practice would permit greater flexibility in noncredit enrollment for financial aid recipients. For example, the following excerpt from a January 30, 1980, memo of James W. Moore, Acting Director, Division of Policy and Program Development, Office of Education, HEW, describes policy regarding the Basic Grant Program:

> "Since the inception of the Basic Grant Program it has been Program Policy that a student who was required to take noncredit remedial work is eligible for up to one year of additional Basic Grant eligibility. This is true whether or not a student attends only one school. Therefore, a transfer student who was required by his/her first school to take such work is allowed additional Basic Grant eligibility.
>
> "At a semester based school, if a student was required to take at least one noncredit remedial course, (s)he would have one semester worth of extended Basic Grant eligibility. If a student was required to take at least one full semester plus one additional course of noncredit remedial study, the student would have one full year of extended Basic Grant eligibility."

While the above may be helpful in connection with the BEOG program, no references to noncredit exceptions are made in regulations for CWS, SEOG, or NDSL. Each of these three programs requires that the student be enrolled at least half-time (6 + semester hours) and be working toward an educational goal (certificate, degree, transfer). It is believed that students in noncredit certificate programs may be accommodated if courses in such programs are expressed in "noncredit semester hours." Efforts should be made to encourage districts to recognize this need and to establish the avenue of "noncredit semester hours."

b. The need of the student to make progress toward a worthy education goal?

It is recommended that certificates of progress in compensatory education be offered and awarded upon evidence of progress in skill development or competence in basic skills.

c. The general need to maintain a recognizable quality in the associate degree?

Individual colleges and districts are authorized to grant degrees. Within that authority they are responsible for the quality of the degrees they offer.

It is recommended that not more than nine units of compensatory education be counted toward the associate degree but any limitation will be set by the local governing board.

In addition, this classification system provides for credit to be offered in Supplementary Vocational Courses. This would make it possible to meet the legitimate needs for some students for credit courses which do not necessarily count toward a degree.

8. Which of the categories in the classification of courses and curriculum should be referred to RAVECs?

There is considerable doubt about the future of the RAVECs because of the elimination of funding. There are questions, also, in some areas of the state about the effectiveness of the procedure even if funding is available. There is no doubt, however, of the need for clarification of public policy regarding adult, continuing education. That need has not decreased in the 20 years since the Master Plan for Higher Education was adopted. Pending a more appropriate resolution of the problem, it is assumed that all noncredit course offerings in the California Community Colleges will be referred to RAVECs or in some way will be coordinated with secondary school offerings.

In the Liberal Arts and Sciences Category all Adult Elementary and Secondary Basic Skills Courses and all Community (Continuing) Education Courses would be referred to RAVECs. In the Occupational Education Category all Trade and Industrial Courses would be referred to RAVECs as would all noncredit courses in Vocational/Technical Associate Degree and Certificate Programs and all noncredit Supplementary Vocational Courses.

9. Should admittance to the transfer program (or its equivalent title) be based upon some certified level of competence?

As was recognized in Part I of this study, this is a question of great interest and importance. Currently, too few qualified students are entering the transfer program. Currently, also, concern is being expressed by some about the performance of community college transfers. These related issues deserve thorough analysis.

It has not been possible within the framework of this study to give adequate consideration to this question or to questions 10 and 11 which follow. It is recommended, therefore, that a special task force, with wide representation from the field, be formed to consider these significant educational issues.

10. Should passage of the high school proficiency examination be a prerequisite for entrance to credit courses? ...to degree programs? ...to the transfer program?

As noted above in response to question number 9, it has not been possible within the present study of credit and noncredit course policy to study this question adequately. It should be considered by a special task force in connection with related concerns raised in questions 9 and 11.

11. Should students receiving associate degrees be required to demonstrate proficiency in basic skills?

As is true of questions 9 and 10 above, adequate study of this question was beyond the scope of this report. It should be considered by a special task force in connection with questions 9 and 10.

FUNDING QUESTIONS

1. How should courses be grouped or categorized to conform with policy adopted by the Board of Governors in the Long-Term Finance Plan?

   The classification and categories proposed in response to "Educational Questions" are consistent with the philosophy adopted by the Board of Governors, namely that California Community Colleges remain "comprehensive, including general, transfer, occupational, developmental, and community education" and be "strongly community oriented." (Page 17 of the plan) A specific emphasis on community (continuing) education carries out the Board's stated goals of achieving "diversity of programs, methods, and services; effective use of human and physical resources; and extensive use of community resources." (Page 19) The proposed classification includes the two additional instructional priorities identified by the Board on page 20 of the Plan. Developmental (basic skills) education is included in the category of Developmental Programs and Courses. Career retraining is included in the classification under Supplementary Vocational Courses. Clear recognition and description of community services and activities supports the Board's goal to "establish community services as one of the statewide objectives to be treated in the proposed planning and accountability process."

2. Can and should the same categorization of curriculum and community services be used for making funding decisions and academic decisions? If not, what categories should be developed for funding purposes?

   The proposed categorization of curriculum and community services is intended to include all courses and programs which are a proper function of the comprehensive community college. It is intended that the categorization accommodate the wide variety of student needs as well as the wide diversity of educational practices which prevail in California's Community Colleges. It is intended that, as much as possible, the categories be discrete and separately identifiable. It is believed that those intentions have been realized and it is believed that the categorization may be used for making academic as well as funding decisions about instructional services and community services.

   It should be noted that several significant funding issues are not evident and are not resolved with only a description of curriculum and community services. The major weakness of funding based upon categorization of curriculum, whether by specific content or by anticipated benefit to students, is that such categorization does not recognize a variety of needs for ancillary and support services. It cannot deal adequately with the needs of special groups of students such as the educationally and economically disadvantaged, the handicapped, and the elderly. It does not reach to the question of the need for facilities or for the proper maintenance of existing facilities.

It may be concluded, therefore, that the same categorization of curriculum and community services can be used for making academic and funding decisions about the curriculum and community services. It cannot be concluded that other funding decisions can be based upon any curriculum classification.

3. Should all categories of the curriculum and community services be fully funded by the state?

In the best of all economic climates it could be argued that the general public (the state) benefits from all the services of the community colleges. An enlightened, participating, learning citizen is more positive and productive than one who is not. Obviously the 1980's cannot be expected to provide the best of all economic climates. At a time when funds are limited it is entirely reasonable to propose a sharing of expenses between the state, local districts, and participants. The question is: how should that sharing take place?

The Board of Governors recognized economic uncertainty in developing its Long-Term Finance Plan for the 1980's. Reference to that policy is made on page 21 of Part I of this report as follows:

> "The plan strongly recommends that the comprehensive, community-oriented mission of the colleges be maintained. The policy of open admissions should be continued and a strong commitment to community services, as well as regular instruction, be observed by the districts. The plan emphasizes local flexibility with broad, but explicit statewide, objectives. In this way local priorities can be set effectively, particularly as districts are faced with increasingly scarce resources.
>
> "The plan also recommends a generic grouping of certain non-credit instruction (basically those courses dealing with crafts, lectures, forums, and physical education which were not eligible for state funding during 1978-79) under community services and explicit provisions are made for partial public funding of those activities. This funding, suggested to be one-half of the support rate for regular instruction, could be supplemented by locally-determined user fees to provide adequate community services."

As is explained on page 21 of the Part I report, "under the Board's plan, certain parts of the college program would be totally funded while other parts, presumably of less public and more private benefit, would be funded only in part or be supplemented at local discretion by user fees."

4. If not all categories of courses can be funded fully, which categories should be at least partially funded?

In response to number five of Educational Questions, a distinction was noted between instructional courses and community service classes. That distinction should be helpful in resolving confusion over terminology. In some districts and colleges the term "community services" means all publicly-supported noncredit instructional programs as well as fee-supported community service classes and community services which are not provided in a classroom setting. In other districts and colleges, many of which do not offer publicly-supported noncredit instructional programs, "community services" refers only to fee-supported classes and community services other than classes. It is neither necessary nor desirable to change what districts and colleges do in organizing to provide services but it is both necessary and desirable for professionals and policy makers to be able to differentiate among services. The classification of services should make that possible. Within that framework, Instructional Services courses should be fully funded. Community Services classes should be partially funded. The basis for differentiation is discussed further in response to the next question.

All credit courses in the various instructional service categories are funded currently although there has been some uncertainty about courses which would fall in the category of Compensatory Programs and Courses and Supplemental Vocational Courses. Any uncertainty about support for those courses should be eliminated.

The funding status of noncredit courses is more difficult to describe. (This was discussed on pp. 18-22 of Part I of this study.) Under the block grant funding in the budget act of 1978 certain noncredit courses (mostly involving instruction in crafts, physical education and forums) were removed from eligiblity for state funding. The Legislature mandated maintenance of effort for other noncredit courses still eligible for state aid. Funding for all noncredit instruction was reinstated in AB 8 after the one-year termination of state aid and additional areas were identified for mandated maintenance of effort. The restoration of funding for all noncredit instruction was understood to be a temporary measure pending a study on credit and noncredit course policy. The legislation was silent on community services though funds were continued, in theory, for community services in districts' budgets.

In this study, the interests of the Legislature in funding noncredit instruction, as evidenced by mandated maintenance of effort, were considered. Also considered were intentions of the Board of Governors as evidenced by policies adopted in the Long-Term Finance Plan.

Most of the noncredit courses in the various categories of the classification have been identified by the Legislature for maintenance of effort. Those include:

Adult Elementary and Secondary Basic Skills Programs and Courses
Courses in English for Foreigners
Courses for substantially handicapped persons

Courses in citizenship
Courses for older adults
Courses in parenting
Trade and Industrial Courses (Including apprenticeship)

Some have been added since it is believed that they, too, are of more public than private benefit:

Personal and Career Development Courses
Physical and Mental Health Courses
Family Support Courses
Community and Civic Development Courses
General Education Courses

Perhaps it would be useful in reference to this question to reemphasize some of the points made in the first phase of this study. They underscore the unique nature of the services provided by the community colleges.

The community colleges are community based and serve the needs of a virtual cross-section of citizens within their communities. Many of those needs are the traditional ones which have been served by traditional degrees and credit courses: preparation for transfer, preparation for an occupation, liberal arts education. Many needs are not traditional: upgrading of basic educational skills, personal development and survival skills, parenting and family support skills, community and civic participation skills, and retraining and upgrading of occupational skills.

The nature of community college students has changed, is changing, and will continue to be quite different from that of students in other postsecondary education institutions. It is the only postsecondary institution available to vast numbers of citizens. The diverse needs of those citizens can only be served adequately with a locally-determined mix of courses. Increasing numbers of students attend both day and evening working full or part time and taking both credit and noncredit courses.

Less than 10% of community college ADA has been in the noncredit category. Three-fourths of all noncredit instruction takes place in basic skills, trade and industrial skills, or for special clientele such as the aging and the handicapped. About 90% of all noncredit course activity statewide occurs in just 10 districts.

The proposed classification describes the instructional services of the colleges. Within the instructional services category are included traditional and nontraditional courses which have public benefit. All serve the public interest and all should be fully funded.

5. How should community service classes be differentiated from community service activities and to what degree should each be publicly funded?

a. Differentiation

Community services classes and services have been differentiated by description in the proposed classification. Classes differ from activities in that classes are organized around a classroom format with a teacher present, an organized sequence of instruction or learning, and formal enrollment and attendance.

The more important differentiation, referred to in response to question number four above, is that between noncredit instructional courses and community service classes. This differentiation is based on a judgment regarding the extent of public (versus private) benefit forthcoming from the course or class. While this is a judgment regarding the relative degree of public benefit, there are guidelines which aid in that judgment. Among the collective (public) benefits believed to result from education are the following:

- increased political, civic, and community involvement (i.e., more involved and better informed citizens and voters)
- improvement in the general level of social communication
- increased awareness on the part of consumers, producers and workers
- increase in economic growth
- decreased costs resulting from less crime
- better educated children by better educated parents

Educational experiences determined to result in relatively more of these public benefits (and relatively less private or individual benefits) are categorized as instructional services courses with full funding recommended. Educational experiences determined to result in relatively less of these public benefits (and relatively more private or individual benefits) are categorized as community services classes and activities with partial funding recommended.

b. Funding

In considering alternative approaches to community services funding it is appropriate to note that prior to the passage of Proposition 13 in 1978, districts could assess an additional local tax of five cents ($0.05) for community services. In oversimplified terms, it can be reported that the California Community Colleges expended $14.6 million in tax funds for community services program activities and support in 1977-78. The special community services tax was eliminated by Proposition 13. The funds ($14.6 million) remained, theoretically, in the base upon which funds have been allocated since the passage of Proposition 13. In reality, the level of publicly supported community services has been reduced considerably.

This study was conducted and the report is being made during a period of extreme fiscal uncertainty. The ultimate result of Proposition 13 is not known. The impact of Proposition 4 is not clear. Virtually every agency and organization concerned with community college finance is searching for some rational basis for funding decisions. It is not possible in the present environment for this study to provide specific recommendations for funding community services. A number of alternative procedures are being examined and a preferred approach to explicit community service funding will be developed and proposed for 1981-82 and beyond. Among these these alternative approaches are: (1) formula funding with a marginal cost feature, (2) percentage equalization of district expenditures, (3) grants to match local fees, (4) categorical aid, and (5) maintenance of effort provisions.

While the present uncertainty regarding community college finance precludes a specific recommendation in this report, it is possible to note some principles which should be followed:

1) Community services classes and activities should receive at least partial public funding.

2) Public funding of community services classes and activities should be based, as is public funding of instructional services, upon previous levels of expenditures with inflationary adjustments.

3) Public funding of community services classes and activities should be adequate to ensure at least a minimal level of community service courses and activities in the community colleges.

6. Should all state support for instructional programs and community services be enrollment driven?

It is understood that the state needs to be certain of its maximum annual commitment to operation of the California Community Colleges. That mechanism was instituted with Assembly Bill 8 and, probably, should continue. With that kind of assurance, the state does not need to make specific decisions about which elements of the curriculum should be supported. Those decisions should be made at the local level, where locally-elected boards of trustees, immediately responsible to the people, can make educational decisions based upon specific community needs.

The relative merits of block grants and work measure funding are being debated in the larger arena of discussions related to community college finance. Therefore, a specific response to this question is not provided in this study. If work measure funding is selected, it seems reasonable to assume that apportionment from the state allocations should be enrollment or participation-rate driven in the case of community services.

RECOMMENDATIONS

As a result of this study, it is the intention of the Chancellor's Office to make the following recommendations to the Board of Governors.

1. Adopt the Classification System as a description of the instructional services and the community services of the California Community Colleges.

2. Initiate and/or support legislation that would:

   a. Clarify the authority of community colleges to offer instructional services as described in the Classification System.

   b. Provide full public funding for all instructional services in the classification.

   c. Provide partial public funding for community services classes and activities.

   d. Authorize users fees for enrollment in community services classes.

3. Encourage the establishment of a Commission for Adult Education Policy to prepare recommendations on delineation of function and revenue equalization for adult education along the lines recommended by the Legislative Analyst.

4. Direct the Chancellor to:

   a. Develop procedures for utilization of the Classification System, including the following:

      - Arrange for districts to categorize courses, classes, and activities according to the classification.

      - Notify the districts that a limit should be placed on the number of units from the Compensatory Education category which may be counted toward the Associate Degree. The limit shall be determined by the local board of trustees and reported to the Chancellor. It is recommended that the limit be no higher than nine units.

      - Provide for a compliance procedure in which the local classification of courses will be reviewed on a post-audit, rather than a pre-audit, basis.

      - Encourage four-year college segments to use the Classification System as a resource for student articulation.

   b. Develop a technique for partial public subsidy of community services classes and activities.

   c. Continue to conduct an annual survey of community services classes and activities.

d. Review and seek revision, as appropriate, of regulations regarding enrollment requirements for financial aid recipients.

e. Establish a broadly based task group to study and make recommendations regarding the relative merits of:

- A certified level of competence for admittance to the transfer program.
- The use of passage of the high school proficiency examination as a prerequisite for entrance to credit courses, degree programs, or the transfer program.
- Demonstrated proficiency in basic skills as a requirement for the Associate Degree.

APPENDIX A

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ON CREDIT/NONCREDIT
COURSE POLICY

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APPENDIX B

EXISTING CLASSIFICATION OF COMMUNITY COLLEGE COURSES

Following is a brief description of the Education Code provisions, Title 5 regulations, and educational policy pronouncements which in recent years have attempted to resolve academic, funding, and governance issues within the categorization of credit and noncredit courses.

1. Definition of a "credit course.....1971

Title 5 regulations adopted in 1971 stipulated a "college credit course" meet the following requirements:

> 51103. College Credit Course. A "college credit course" is a course given in a community college which meets one or more of the following requirements:
>
> (a) The course is part of an approved educational program.
>
> (b) The credit awarded by the community college for completion of the course is accepted as completion of a portion of an appropriate educational sequence leading to an associate degree or baccalaureate degree by one or more of the following:
>
> (1) The University of California
>
> (2) A California State College
>
> (3) An Accredited Independent college or university.

2. Characteristics of a "graded course"....1971

Title 5 regulations outlining the characteristics of a graded course were also adopted in 1971 as follows:

> 55000. Definitions. For the purposes of this chapter, the following definitions shall apply:
>
> (a) "Course" means an organized pattern of instruction on a specific subject offered by a community college for grades 13 and 14.
>
> (b) "Course of study" means an organized sequence of courses offered by a community college for grades 13 and 14 within a general subject area.

3. Criteria for a "graded course"....1971

Title 5 regulation stipulating the criteria for a graded course was also adopted in 1971 as follows:

> 55001. Criteria. A graded course shall possess one or more of the following characteristics:

(a) It provides credit toward an associate degree, is normally considered of collegiate level, and is approved by the board as a component of, a prerequisite to, or eligible as a required or elective course within a course of study which leads toward an associate degree.

(b) It is approved by the board and is part of an occupational course of study beyond high school level within the scope of the term "vocational and technical fields leading to employment," as the term is used in Education Code Section 66701, which leads toward an associate degree, an occupational certificate or both.

(c) It is approved by the board and is recognized upon transfer by the University of California, a California State college, or an accredited independent college or university in California, as a part of:

(1) The required preparation toward a major;

(2) The general, or general education, requirement; or

(3) The permissable or recommended elective credits.

4. Standards for a "graded course" 1971

The Title 5 regulations which follow establish standards for approval of "credit courses" in the community colleges by relating the courses to their role in fulfilling degree, major or elective requirements.

55022. Standards. A graded course shall meet all of the following standards:

(a) The content is organized to meet the requirements for the associate degree as specified in Chapter 7 (commencing with Section 51600) of Division 2 of this part or the requirements for an occupational certificate and is a part of a course of study not exceeding 70 units in length.

(b) It is offered as described in the college catalog, or a supplment thereto, which provides an appropriate title, number, and accurate description of course content. A course outline is available at the college. Course requirements and credit awarded are consistent with Education Code Section 66701...

(c) Only those students who have met the prerequisites for the course are enrolled.

(d) It is subject to the published standards of matriculation, attendance, and achievement of the college.

(e) The enrollees are awarded marks or grades on the basis of methods of evaluation set forth by the college and are subject to the standards of retention set forth in Chapter 4 (commencing with Section 51300) of Division 2 of this part or to such additional standards as may be established by the governing board of the district.

(f) Enrollment cannot be repeated except in unusual circumstances and with the prior written permission from the district superintendent or his authorized representative or representatives.

5. Associate in Arts degree requirements 1973

These regulations define "college credit courses" by relating the courses to their role in fulfilling degree requirements. Regulations adopted in 1973 stipulated associate in arts degree requirements in the following manner.

51623. Associate in Arts Degree. The governing board of a community college district shall confer the degree of associate in arts upon a student who in grades 13 and 14 has satisfactorily completed from 60 to 64 semester hours of work in a curriculum which the district accepts toward the degree (as shown by its catalog) and which includes all of the following minimum requirements, provided that 12 hours of the required credit hours were secured in residence at that community college:

(a) 18 semester units of study taken in a discipline or from related disciplines as listed in the community colleges "Classification of Instructional Disciplines."

(b) 15 semester units of general education which shall include at least one course in each of the following areas:

(1) Natural sciences. Those courses of study which deal with matter and energy and their interrelations and transformations (e.g., chemistry, physics, biology).

(2) Social sciences. The body of knowledge that relates to man as a member of society or component of society, such as the state, family, or any systematized human institution (e.g., economics, political science, sociology).

(3) Humanities. Those courses of study having primarily a cultural character (e.g., languages, literature, philosophy, fine arts).

(4) Learning skills. Courses, such as oral and written communication, logic, mathematics, and statistics, designed to facilitate acquisition and utilization of knowledge in natural sciences, social sciences and humanities.

Students taking these courses may elect to use them to satisfy partially the general education requirements for a baccalaureate degree at the California State Colleges in accordance with the provisions of Section 40405 of this title.

(c) Ethnic studies courses shall be offered in one or more of the areas listed in subdivision (b).

6. Compliance Review 1976

In 1976 SB 1641 was passed requiring the Chancellor's Office to monitor instructional courses and programs for compliance with state statutes. Implementation of a compliance system has been slow for a variety of reasons, but organized steps to verify that which is described as practice for comparison with law are under way, and the issue of credit-noncredit is central to this undertaking.

7. Continuing Education 1976

Continuing Education is an essential component of the comprehensive community college. According to Title 5/58000, continuing education in community colleges is comprised of the following kinds of classes:

a. Adult Classes

b. Graded Classes

c. Community Services Classes offered under provision of Article 7 (Commencing with Section 78300) of Chapter 2, Division 7, of the Education Code.

d. Contract Classes

Title 5/58001 further states that continuing education is one of the major functions of the community colleges and should be fully supported, organized, and supervised.

a. Adult Classes

Adult classes in the terminology used since SB 1641 (1976) are noncredit courses eligible for state apportionment. An "adult class" as defined in T5/58101(b) means an ungraded (noncredit) course which has been designed primarily to meet the special needs of adult students and determined to be an adult class by the governing board of the district. Since community college noncredit courses, upon approval of the Chancellor, are entitled to state apportionment, they are also called non-fee courses.

b. Community Service Classes

The purpose of community service classes in accordance with T5/58211

is to provide instruction in subjects not entitled to state apportionment. Community service courses are designed for the physical, mental, moral, economic, or civic development of persons enrolled in such courses. Since community service courses are ungraded, they are also noncredit. Support for community service courses may come from money budgeted for this purpose by the college districts or from student fees not to exceed the cost of maintaining such courses or a combination of both. Noncredit courses for which a district requires students to pay a fee are also called fee courses.

8. Attorney General's Opinion....1977

In July of 1977, prior to the passage of AB 459, the state attorney general offered the opinion that basic skills of an elementary nature can be offered by community colleges only by mutual agreement with a high school district. This opinion was disturbing because in point of fact remediation had become one of the central missions of the community colleges for students who had already been properly admitted. In addition, this practice was becoming apparent in the other segments of postsecondary education.

9. Definition of a "credit course"....1977

In an effort to respond to changes in language from "graded" and "ungraded" classes to "credit" and "noncredit," AB 459 (Montoya) was passed in 1977. That bill embodied concepts in the Education Code that were similar to those already in Title 5 regulations.

78201.5 (a) For the purposes of this article, a credit course is a course which is either:

(1) A requisite for the awarding of an associate degree.

(2) Determined to be of college level and is approved by the board of governors as part of a course of study leading toward an associate degree or is part of an occupational program beyond the high school level leading to an associate degree or occupational certificate or both and is taught by a credentialed instructor.

(3) Recognized by the University of California, the California State University and Colleges, or an accredited independent college or university in California as part of the required or elective preparation toward a major degree or as part of a general education requirement, and is subject to the published standards for matriculation, attendance, and achievement of the university, college, or system.

(b) Any course not within subdivision (a) is, for the purposes of this article, a noncredit course and shall be subject to the provisions of Chapter 3 (commencing with Section 78400) of this part.

Following the passage of AB 459, the Chancellor's Office would not approve for credit new courses which were determined to be of a noncredit nature. The effort to enforce provisions of E.C. 78201.5 resulted in resistance on the part of various interest groups in the community colleges. The resistance took the form of several different positions, but with some threads of commonality, which added to the complexity of the controversy.

10. Protection of funding for certain noncredit classes....1978

SB 154, the bail-out bill, passed in 1978, set forth conditions precedent to community college districts' receipt of state funds for 1978-79. By its language SB 154 recognized the existence of a "non-credit" category of instruction, and stipulated that only certain non-credit course offerings (some of which were already being offered for credit in some colleges) could benefit from state support. The SB 154 language follows:

> 84908. Community college districts shall not use funds received from the Controller pursuant to Section 84903 to support non-credit course offerings unless such courses are in elementary and secondary basic skills; a class in English for foreigners; a course in citizenship; a course in a trade or industrial subject, including apprenticeship classes as they are defined by the Chancellor's Office; or a special course for handicapped adults.

In order to facilitate the implementation of Education Code 84908, the Chancellor provided the following guidelines and definitions to district superintendents and presidents July 18, 1978:

A. "Courses in elementary and secondary basic skills":

1. "Elementary and secondary basic skills" include instruction in basic education through the 8th grade level and those academic course subjects required for the high school diploma. Such courses are offered under Education Code 8530 and 8531.

2. "Elementary and secondary basic skills" also include courses in arithmetic, speaking and listening, language arts and study skills for students performing below college level, but who possess a high school diploma or its equivalent.

B. "Classes in English for foreigners" are those courses offered under Education Code 8511 and 8530. These courses include all English as a Second Language courses as defined by Education Code 8511. English as a Second Language includes courses in speaking, reading, and writing skills for non- and limited- English speaking adults.

C. "Courses in citizenship" are courses in national, state and local government and political science. Citizenship courses are designed to prepare immigrants to meet the requirements for naturalization

and full citizenship. These courses may be offered under Education Code Sections 8530, 8531, or 8533.

D. "Courses in a trade and industrial subject" shall include courses that are approved under Education Code 8532 or are eligible for reimbursement under the Vocational Education Act, P. L. 94-482, Sec. 195.

An apprenticeship program or class is one that is recognized by an appropriate state or federal agency as meeting the established apprenticeship standards.

E. "A special course for handicapped adults" includes all those courses identified in California Administrative Code, Title 5, Sections 56016-56024, and 56350-56360.

11. Maintenance of Effort Required for Designated Noncredit Courses 1979

AB 8, the major funding measure for 1979-80 and 1980-81, is silent about noncredit course offerings. The result is to remove restrictions imposed by SB 154 and to authorize the funding of noncredit courses or courses for adults in accordance with Pre-Proposition 13 Education Code and Title 5. Noncredit courses which were not eligible for State support in 1978-79 thus became eligible for such support.

SB 190, the State Budget Bill, appropriates funds for community college apportionments and requires "maintenance of effort" in specified non-credit program areas. Those program areas are listed below:

A. Programs for Substantially Handicapped Persons

Those courses and services for persons who have handicaps which are likely to continue indefinitely or for a prolonged period and whose handicap results in substantial functional limitations in one or more of the following activities: self-care, receptive or expression language, learning, mobility, self-direction, capacity for independent living, or economic self-sufficiency. California Administrative Code, Title 5, Sections 56000-56024, 56032, and 56350-56360 govern the courses and services which may be offered in community colleges under this category.

B. Adult Programs for Apprentices

Apprenticeship programs or courses recognized by an appropriate state or federal agency as meeting the established apprenticeship standards of the state or federal agencies.

C. Adult Vocational Programs with High Employment Potential

Those programs or courses designed to provide entry skills, or re-training, or upgrading in occupations recognized in a particular

geographic locale as having an established high employment demand. Courses in vocational programs shall include those courses which are approved under Education Code 8532 or are eligible for reimbursement under the Vocational Education Act, P.L. 94-842, Sec. 195.

(Note: Subheadings under D and E are for guidance only)

D. Adult Programs for Survival Skills for Older Adults

These courses include, but are not necessarily limited to, offerings designed to meet the needs of older adults for instruction in the following subjects:

1. health, including physical and mental health, as well as courses in music theraphy, art theraphy, and occupational theraphy.

2. consumer resources, including safety and security, orientation and training for employment, economic survival, consumer skills, nutrition and appropriate purchase and use of prescription drugs.

3. entitlements, including information on Medi-Care, Medi-Cal, Supplementary Security Income, Social Security Income, Social Security, retirement, and legal assistance.

4. managing money for self-maintenance, including budgeting, marketing, banking, investments, real estate, taxes, identification of fraud schemes, and individual and family financial planning.

E. Adult Programs in Parenting

These programs include, but are not limited to:

1. parent cooperative preschool courses in which adult parents participate in laboratory and observation of preschool children with instruction to learn of the children's social, emotional, and physical development. Parent participation is a condition of enrollment, however, as ADA is counted only for the attendance of adults.

2. courses in child growth and development which study the physical and emotional growth and development of children, including the influence of family and significant others on the growth and development of the child.

3. courses in parent/child relationships which study the psychological and sociological interaction between parents and children, foster parents and children, and children and other significant adults.

4. other courses in parenting which prepare adults for childbirth, marriage, and family relationships, social-sexual relations, the role of the displaced homemaker, the role of the single parent, the effect of role stereotyping, and the impact of divorce on children.

12. Study of Credit - Noncredit 1979

AB 8, the major funding measure for 1979-80 and 1980-81, requires also, that:

> 84716. The Chancellor of the California Community Colleges shall conduct a study and recommend policy on the determination of credit and noncredit courses, and submit the report to the Legislature and the California Postsecondary Education Commission on or before January 1, 1980. The California Postsecondary Education Commission shall review the chancellor's office report, and make recommendations to the Legislature on or before March 1, 1980.

13. Problem of Delineation of Functions

The Legislature has been concerned about delineation of functions between community colleges and adult schools in the area of noncredit instruction for at least six years.

-- Area Coordinating Councils (AB 1820, 1973) were ineffective in distributing courses, particularly noncredit courses, between community colleges and Adult Schools. AB 1821 (Montoya, 1975) attempted to remedy distribution of courses, via RAVE Councils, based on elimination of unnecessary duplication. Efforts of RAVE Councils 1975-77 resulted in the identification of 15 instances of "unnecessary duplications" among all 71 RAVE Councils. Some colleges were offer-remedial and skill development courses for credit, but such courses were not considered because credit courses were outside the purview of RAVE Councils.

-- AB 459 (Montoya 1977 - EC 78201.5) is understood to have been designed in part to correct this inequity. AB 459, which became effective January 1, 1978, if followed would move "basic skills" classes not already so classified to the noncredit category, and also move all "basic skills" noncredit classes to adult schools, unless otherwise authorized by mutual agreement.

-- Passage of Proposition 13 in June, 1978 clouded the issue. It shifted emphasis to funding problems rather than keeping the issue in the realm of educational policy. Another effect of its passage was to retain in Code AB 1821, but the RAVE Councils were no longer funded.

14. Other Courses Classified as Noncredit as a Result of Legislative Mandates

Courses which are frequently offered for credit (sometimes described as "limited credit" or "nontransferable credit"), but which upon analysis of their content appear to fall within Education Code 78201.5(b), i.e., noncredit, may be classified by Chancellor's Office staff as:

A. Skill development courses (pre-collegiate or basic skills).

These courses are designed and described as courses to develop a student's skill in reading, writing, or computation from a basic, elementary level to high school graduation proficiency (E.C. 8512). High school graduation credit is sometimes offered under mutual agreement with a high school district. Students may be assigned to these classes on the basis of a placement examination even those they have a high school diploma.

B. Courses for foreigners in citizenship and English as a Second Language.

It has long been regarded as an appropriate role of free public education to provide instruction designed to acculturate recently arrived foreigners. The Education Code assigns this responsibility to the high schools; however, by mutual agreement with the high school district, some colleges are engaged in this activity (E.C. 8512 and 8530).

C. Guidance courses.

Guidance courses may include personal adjustment, vocational guidance, college/postcollege career planning, and study skills. These "courses" are often "services" attempting to provide a systematic and thorough approach to solving personal problems faced by college students. Some such "courses" attempt to help students develop an objective view of themselves, develop "positive self-images", and develop decision-making skills applicable to their personal and vocational lives.

D. Living skills courses for handicapped adults.

These courses provide services specifically for handicapped individuals. Such courses are intended to help the students adapt to college life in spite of their handicaps. Each student's needs are separately and uniquely identified and course activities are designed to meet those unique individual needs.

Courses designed to offer "employment skills" such as braille or dactylology are vocational-academic courses and do not fall in this "living skills" category.

E. Courses designed for professional development, maintenance of licenses and professional standing.

Many professional, technical and craft associations require of their members continued educational efforts as a condition of active status or licensure. Community colleges, oriented as they are toward their communities, are the most convenient (and sometimes the most qualified) purveyors of the required educational services. Yet, such courses may not be offered for credit since they do not conform to the definition of a credit class in Education Code Section 78201.5.

F. Skill development in the performing arts, crafts and physical education beyond the second year of college.

The Legislature, through the Higher Education Act of 1964, delineated the functions of the three segments of public higher education and ascribed to the community college segment educational efforts "through, but not beyond the second year of college" (E.C. 66701).

Courses in this category are designed to develop skills which may be considered to be beyond the scope of occupational targets appropriate to community college graduates or they may be designed to develop skills appropriate to the avocational interests of the clientele served.

Noncredit Course Classifications - Other

Specific Noncredit Courses approved and "protected" in SB 154

Elementary and Secondary Basic Skills
English for Foreigners
Citizenship
Trade and Industrial Subjects including Apprenticeship as defined by Chancellor's Office
Special Courses for Handicapped Adults

Specific Noncredit courses "protected" in Item 364 of 1979-80 Budget Act

Courses for Substantially Handicapped Persons
Adult Programs for Apprentices
Adult Vocational Programs with High Employment Potential
Adult Vocational Programs for Survival of Older Adults In:
- Health
- Consumer Resources
- Entitlements
- Managing Money for Self-maintenance

Adult Programs in Parenting, Including:
- Parent Cooperative Schools
- Classes in Child Growth and Development
- Parent-Child Relationships
- Classes in Parenting

The combined weight of all Title 5 and Education Code provisions cited must be considered in order that the Chancellor's Office distinguish between a credit and a noncredit class. Furthermore, no existing stature expressly authorizes community colleges to engage in remedial instruction for credit. Title 5 regulations, however, allow credit to be given for an adult class which meets the standards for graded classes. Seventeen colleges, or 16% of the 106 California community colleges, offer noncredit basic skills and high school diploma courses under mutual agreement with a unified or high school district. Of these seventeen colleges seven large urban colleges, or 6.6% of the 106 community colleges, offer over 95% of all noncredit adult basic education and high school diploma courses; yet nearly every college, including those having mutual agreements, offers some courses from the above six categories for credit.

Proposed Legislation: AB 2214, Introduced 1/30/80 by Assemblyman Greene

Section 1. Section 84731 is added to the Education Code, to read:

84731. A community college district shall not use any of the general state aid apportioned pursuant to this article to fund adult education noncredit programs or classes unless such programs or classes are:

(1) In parenting, including parent cooperative preschool classes in child growth and development, and parent-child relationships.

(2) In elementary and secondary basic skills in mathematics, history, government, language arts, science, and courses required for a high school diploma.

(3) In English as a second language.

(4) In citizenship for immigrants.

(5) For substantially handicapped persons.

(6) In a trade or industrial subject, including apprenticeship classes as defined by the Office of the Chancellor of the California Community Colleges.

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